

**Bonneville Power Administration**  
**Fish and Wildlife Program FY98 Watershed Proposal Form**

**Section 1. General administrative information**

**Title**    **Restore & Enhance Anadromous Fisheries & Habitat in Salmon Creek**

**Bonneville project number, if an ongoing project**    9604200

**Business name of agency, institution or organization requesting funding**  
Colville Confederated Tribes

**Business acronym (if appropriate)**    CCT

**Proposal contact person or principal investigator:**

**Name**    Hilary Lyman, Watershed Coordinator

**Mailing Address**    Colville Tribes Community Center, Box 862

**City, ST Zip**    Omak, WA 98841

**Phone**    509/826-1294

**Fax**    509/826-2292

**Email address**    okriver@televar.com

**Subcontractors.**

Organization	Mailing Address	City, ST Zip	Contact Name

**NPPC Program Measure Number(s) which this project addresses.**

Sections 7.6B.1, 7.7B, 7.8

**NMFS Biological Opinion Number(s) which this project addresses.**

Upper Columbia Summer Steelhead ESA Listing

**Other planning document references.**

Wy Kan Ush Me Wa Kush Wit, Volume II Sub-basin Plans, Okanogan River,  
Recommended Actions, Subset 2, Page 91  
NWPPC Sub-basin Plans, Okanogan Basin.

Salmon Creek Watershed Planning Project, a part of the Okanogan Sub-basin, has received support from the following agencies who would like to participate in habitat restoration planning: Bureau of Land Management, U.S. Department of Fish and Wildlife, Washington State Dept. of Fish and Wildlife. Supporting documentation enclosed.

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**Subbasin.**

Salmon Creek, a tributary of the Okanogan River

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**Short description.**

Develop partnerships with public and private entities within Salmon Creek that enable the successful re-establishment of anadromous fish runs to the creek and carry-out projects that enhance fisheries habitat

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**Section 2. Key words**

Mark	Programmatic Categories	Mark	Activities	Mark	Project Types
X	Anadromous fish		Construction	X	Watershed
	Resident fish		O & M		Biodiversity/genetics
	Wildlife		Production		Population dynamics
	Oceans/estuaries		Research		Ecosystems
	Climate		Monitoring/eval.		Flow/survival
	Other		Resource mgmt		Fish disease
		X	Planning/admin.		Supplementation
			Enforcement		Wildlife habitat en-
			Acquisitions		hancement/restoration

**Other keywords.**

Fish habitat enhancement, fish habitat restoration, fish passage improvements

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**Section 3. Relationships to other Bonneville projects**

Project #	Project title/description	Nature of relationship

## Section 4. Objectives, tasks and schedules

### *Objectives and tasks*

<b>Obj 1,2,3</b>	<b>Objective</b>	<b>Task a,b,c</b>	<b>Task</b>
1	Develop partnership relationships with key constituents in watershed	a	Meet with watershed constituents
		b	Obtain signed memorandum of understanding
2	Convene a steering committee	a	
3	Develop goals and objectives for steering committee, a workplan, and timeline for completion		
4	Compose a Memorandum of Understanding for steering committee		
5	Carry out workplan of steering committee		

### *Objective schedules and costs*

<b>Objective #</b>	<b>Start Date mm/yyyy</b>	<b>End Date mm/yyyy</b>	<b>Cost %</b>
1	1/1998	2/1998	10.00%
2	2/1998	2/1998	10.00%
3	3/1998	3/1998	10.00%
4	3/1998	4/1998	10.00%
5	4/1998	12/1998	60.00%
			<b>TOTAL 100.00%</b>

### **Schedule constraints.**

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**Completion date.**  
12/2001

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## Section 5. Budget

### *FY99 budget by line item*

<b>Item</b>	<b>Note</b>	<b>FY98</b>
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Personnel	Watershed coordinator & office assistant	\$36,897
Fringe benefits	Salaries @ 30%	\$11,069
Supplies, materials, non-expendable property		
Operations & maintenance		
Capital acquisitions or improvements (e.g. land, buildings, major equip.)		
PIT tags	# of tags:	
Travel		\$10,152
Indirect costs		\$15,351
Subcontracts		
Other		31,531
<b>TOTAL</b>		<b>\$105,000</b>

### ***Outyear costs***

<b>Outyear costs</b>	<b>FY99</b>	<b>FY00</b>	<b>FY01</b>	<b>FY02</b>
Total budget	\$150,000	\$150,000		
O&M as % of total				

## **Section 6. Abstract**

The watershed coordinator spent 1997 building support for habitat restoration in a tributary to the Okanogan River, Salmon Creek. The coordinator met with key stakeholders numerous times to explain why Salmon Creek was a good candidate for restoration activities. The coordinator also held several well-attended public education meetings for local residents to understand why their involvement in watershed planning was critical, why steelhead were listed under the ESA, what impacts the ESA listing might have on public and private landowners. The stage has been set, and key constituents within the watershed are now ready to proceed with developing a habitat restoration plan for the creek. 1998 will be spent coordinating and initiating a steering committee, developing a workplan with timelines for the steering committee, obtaining a memorandum of understanding for project participants with clear goals and objectives, identifying habitat restoration alternatives, and developing costs and tasks for each specific project. A monitoring and evaluation plan will be developed as part of the workplan.

## **Section 7. Project description**

### **a. Technical and/or scientific background.**

### **Background on Salmon Creek**

Salmon Creek, a tributary of the Okanogan River, is located in north central Washington along the eastern slopes of the North Cascades and west of the Okanogan River. It lies about 22 miles south of the Canadian-United States border and 15 miles northwest of Omak, Washington.<sup>1</sup> The Salmon Creek Watershed encompasses 112,353.68 acres. The ownership breakdown in acres is as follows<sup>2</sup>:

14,372.49	Washington Dept. of Natural Resources
58,539.63	U.S. Forest Service
7,691.43	Bureau of Land Management
1,802.00	Washington Dept. of Fish & Wildlife (Recreation)
99.07	Washington State Parks
29,849.05	Private/other

A land ownership map is enclosed.

The upper Salmon watershed includes North Fork Salmon, West Fork Salmon and South Fork Salmon Creek subwatersheds. The South Fork Salmon Creek flows into the West Fork about one mile southwest of Conconully at river mile 1.3 of the West Fork. The West Fork and North Fork both flow into Conconully Reservoir, and Salmon Creek flows out of the reservoir to the southeast into the Okanogan River at river mile 25.7. All surface water from the watershed flows into either Conconully Lake or Conconully Reservoir, which are the main water impoundments for the watershed and distribution points for the Okanogan Irrigation District.<sup>3</sup>

Historically, water has been used for many purposes including transportation, mineral exploration, irrigation, domestic use, livestock and recreation. The hydrologic regime of the Salmon watershed has been continually altered since the arrival of Euroamericans to the area. In 1886 water was diverted from Salmon Creek to irrigate agricultural lands. Demand increased, and in 1910 a dam was completed for additional irrigation water. During the dam construction, water was diverted from both the South and West Fork Salmon Creeks for excavation purposes. In addition, in 1921 a dam was completed on Salmon Lake (currently known as Conconully Lake) to increase the water storage capacity. The primary use of the reservoirs is for irrigation. Recreation homes also exist on the lake.<sup>4</sup>

Currently water uses in the basin include irrigation, domestic use, livestock and recreation. Approximately 14,400 acre-feet of water is stored in Conconully Reservoir and an additional 1,500 acre-feet of water in Salmon Lake for use in irrigation and recreation<sup>5</sup>.

No waterbody within the Salmon watershed was listed in Washington State Department of Ecology's 1996 Proposed Section 303(d) List (Impaired and Threatened Waterbodies Requiring Additional Pollutions Controls). This indicates that waterbodies within the Salmon Watershed are expected to meet state surface water quality standards after implementation of technology-based controls. Site specific water quality information was

unavailable; water quality information is expected to be collected during a basin-wide study of the Okanogan River by the Okanogan County Conservation District.<sup>6</sup>

### **Irrigation:**

Water stored in the Cononully and Salmon Lake Reservoirs is released and flows approximately 14 miles southeast where it joins the Okanogan River. At approximately 11 miles below the Cononully Reservoir, the Okanogan Irrigation District diverts 100% of the streamflow. All water within the creek is diverted for irrigation purposes except during the years of high spring runoff, where the overflow runs down the creek to the Okanogan River. Otherwise the creek is barred from flowing freely into the Okanogan River. The lower 3 miles of the creek is dewatered most of the year. This provides a barrier to anadromous fish who might use the upper portions of Salmon Creek for spawning and rearing habitat. The other major barrier to anadromous fish is the irrigation district's diversion dam. Presently its height and the lack of a plunge pool make it impossible for fish to make it over the dam to access upstream spawning and rearing habitat.

### **Partnerships**

During the year 1997, the watershed coordinator initiated meetings and began developing relationships with key constituents in the Salmon Creek Watershed. At the coordinator's initiation and persistence, the Okanogan Irrigation District expressed an interest in working cooperatively with the Colville Tribes and other agencies to develop a water management plan that enables steelhead access to the upstream spawning habitat. The irrigation district requested a meeting between them and the Colville Tribes, the Washington State Dept. of Fish and Wildlife, the U.S. Dept. of Fish and Wildlife, the Bureau of Land Management, the Bureau of Reclamation, and the National Marine Fisheries Service. The purpose of the meeting was to identify how existing laws and the newly-listed steelhead under the ESA impacted the irrigation district. This meeting was a very positive first step towards understanding where the agencies and tribes stood relative to restoring anadromous fish runs in Salmon Creek. It was also an opportunity for the irrigators to learn that the agencies and tribes firmly believed that fish runs and agriculture could co-exist. Over a period of several months the irrigators evolved in their understanding that recovering fish runs did not mean that they would lose their water rights or go out of business.

### **1998 Workplan**

During 1998 the watershed coordinator expects to develop partnerships with the Okanogan Irrigation District and private landowners within Salmon Creek. Since approximately 85% of the habitat barriers in the creek stem from the irrigation district's management of the water resources, the coordinator has a two-phased approach to undertaking work in Salmon Creek. A significant portion of the year will be spent working with the irrigation district. A separate approach to working with individual landowners will take place simultaneously.

### **Partnerships with the Okanogan Irrigation District**

The irrigation district is interested in establishing a cooperative working relationship with agencies and tribes regarding how water can be managed in a way that provides sufficient stream flows for steelhead. The Colville Confederated Tribes and the Okanogan Irrigation District will draft a Memorandum of Understanding (MOU). The MOU should cover:

- Parties to the agreement
- Goals and objectives of the partnership
- Timeframe for completion
- Species of fish to be included in the negotiations

A technical committee will be convened to research water requirements for fish and irrigation needs. The technical committee may be comprised of anadromous fish biologists representing the Bureau of Land Management, the Colville Confederated Tribes, and the Washington State Dept. of Fish and Wildlife. Additional technical expertise may be provided by engineers and hydrologists from the Bureau of Reclamation and engineers who manage the irrigation district as well as staff of the water resources division within the Washington Dept. of Ecology. Further additional technical assistance may be provided by including Okanogan County planners and City of Okanogan Public Works Managers.

### **Partnerships with Private Landowners**

In addition to the partnership with the irrigation district, we will attempt to develop partnerships with individual landowners on a project-by-project basis. In order to obtain a holistic approach to geomorphological characteristics of Salmon Creek, we will contract with the Natural Resource Conservation Service to conduct a study of the lower 14 miles of Salmon Creek to discern problems associated with sedimentation, stream bank erosion, impacts from private ownership and logging practices on private lands. A report outlining remedies to impacts on fish habitat will be produced. Also in this report we expect to identify existing programs available through U.S. Fish and Wildlife, the Natural Resource Conservation Service, the Okanogan County Conservation District, etc. Once the report is completed we can contact private landowners and make site visits to discuss possible projects on private lands. After obtaining permission from these landowners, we can compile a detailed report of projects that will benefit fish habitat in the creek and match funding programs to projects identified.

#### **b. Proposal objectives.**

### **Salmon Creek Final Products**

1. A report identifying measures and alternatives to increase streamflows in Salmon Creek and improve fish passage over man-made barriers. Funding sources and project costs will also be identified.
2. A report identifying habitat problems associated with private land ownership in Salmon Creek. Recommendations to improve these conditions will be included. Landowners will be identified, proposed projects will be outlined, along with cost estimates and funding sources for each project.

3. A monitoring and evaluation plan to track successes and/or failures.

**c. Rationale and significance to Regional Programs.**

Salmon Creek is part of the Okanogan River Focus Watershed. The Focus Watershed program is derived as mitigation for fish losses at Grand Coulee Dam. Salmon Creek, a tributary of the Okanogan River, was chosen as a more focused approach to recovering anadromous fish in the Okanogan Basin due to its relative high quality habitat that already exists, its cool water derived from headwaters above 8,000 feet elevation. The lack of anadromous fish currently in the Salmon Creek system stems from man-made barriers and political decisions made over 60 years ago. See attached letters of support from numerous fish biologists who enthusiastically endorse the Colville Tribes' efforts to re-establish anadromous fish runs in Salmon Creek. In addition, citations from early settlers are provided to add further proof that many fish runs existed prior to the building of the Conconully Reservoirs and Okanogan Irrigation District's diversion dam.

**d. Project history**

The Salmon Creek project began as BPA Project No. 96-042-00 and was titled Okanogan River Focus Watershed. The watershed coordinator was hired in January 1997. In February a project office was set-up with office furniture and computer equipment purchased. The coordinator spent the first two months making contacts with agencies, fish biologists, and local governments to discern how the Okanogan River Focus Watershed project would tie into regional and local efforts already underway. Another water study on the Okanogan River was already being undertaken jointly by Okanogan County and the Okanogan Conservation District; this was a water quality study. The joint County/Conservation District water quality study was comprised of a Stakeholder Advisory Committee (SAC) representing different interest groups within the watershed and a Technical Advisory Committee (TAC), representing agencies with management responsibilities throughout the watershed. The TAC researches issues and makes recommendations to the SAC. When the SAC has deliberated and arrived at its conclusions, it will be submitted to an oversight committee made up of the three Okanogan County Commissioners and five Conservation District Board of Supervisors.

After much research on the water quality study already underway, the watershed coordinator concluded that to begin another water resource planning process on the same watershed would be duplicitous and may be perceived by the public as competing or conflicting with the study already underway. There would have been several areas of overlap between the two studies. However, it would be advantageous to conduct a focused study on restoring anadromous fish runs in the Okanogan Basin after the water quality study is concluded. Much of the data collection that would be required for a focused study on anadromous fish will be compiled in the water quality report. Therefore, after consultation with the BPA Fish and Wildlife Program Manager, the Colville Tribes changed the focus from the Okanogan River to Salmon Creek, a tributary of the Okanogan River. The rationale for this switch came from numerous discussions with area



fish biologists, all of whom concluded that Salmon Creek contained the best possible conditions for re-establishing anadromous fish runs (see letters of endorsement enclosed).

Beginning in April 1997, the watershed coordinator began making contacts within the Salmon Creek Watershed to discuss the proposed formation of a Salmon Creek Watershed Council. Contacts were made with the two towns in the watershed: Conconully and Okanogan, the Okanogan County Commissioners, the Conservation District Board of Supervisors, in addition to the Okanogan Irrigation District, a local group called Save our Conconully, and other individuals.

Perhaps the most significant development in 1997 was the change in attitude by the Okanogan Irrigation District, to whom 85% of the habitat barriers in Salmon Creek can be attributed. In the past five years, the irrigation district had been approached at different times separately by fish biologists from the Colville Tribes, the Bureau of Land Management and the Dept. of Fish and Wildlife in attempts to seek some cooperative approach to restoring habitat in Salmon Creek. None of these attempts at a cooperative relationship were successful. However, the proposal to form a watershed council in the creek, along with the recent listing of steelhead, gave the district reasons to take a more proactive approach. They requested a meeting with NMFS, USF&W, WDF&W, The Colville Tribes, the PUD to better understand the impact of the listing on them and what rights, if any, agencies or tribes were claiming to their water stored in the Conconully Reservoirs. This positive meeting left the irrigation district with a clear understanding that while there were laws to protect and restore habitat, that it was not the intent of any of the agencies to shut down their livelihoods but to find a way for fish and agriculture to coexist. The irrigation district, now wanting to be proactive, has hired a former manager of the district to represent the district and work with the tribes and other agencies in a cooperative manner.

During this same period a solicitation for proposals for a process facilitator was published, and a non-profit firm specializing in natural resource dispute resolution was hired (the Northwest Renewable Resources Center). With the Northwest Renewable Resources Center on board, they helped design and facilitate a public meeting that was held on October 6<sup>th</sup>, 1997. The meeting was attended by 200 people. The meeting informed people why a watershed council was being proposed, how it fit into the BPA fish and wildlife program through the NWPPC and CBFWA, why the legislature enacted a watershed planning law, the possible impacts of the ESA on individuals and public agencies and how important it was for people to become involved. The public was invited back to a second meeting two weeks later to help form the watershed council. However, due to numerous factors, the general feeling of those living within the watershed was to block the formation of a watershed council. Possible reasons for this are mistrust of government, feeling threatened that livelihoods would be destroyed, historic views about Native American fishing rights, public perceptions about ocean conditions, harvests, areas of listed species in one part of the system but not another, etc.

After the second public meeting the coordinator began to meet with more interest groups and individuals to explain details of the watershed planning process. While she gained much support in these smaller meetings, the Colville Tribes concluded that the overwhelming public feeling was to block the formation of a watershed council. However, with the support of the irrigation district, the Colville Tribes, after consulting with BPA and the NWPPC, agreed to move forward by developing partnerships with groups or individuals on a project-by-project approach. The workplan for 1998 is based on this approach.

**e. Methods.**

**f. Facilities and equipment.**

No additional equipment or facilities will be purchased with 1998 project funds.

**g. References.**

1. Okanogan National Forest, Tonasket Ranger District. April 1997. Salmon Watershed Assessment, I-1.
2. Washington State Dept. of Natural Resources, GIS Map of Salmon Creek Land Ownerships, June, 1997.
3. Okanogan National Forest, Tonasket Ranger District. April 1997. Salmon Watershed Assessment, III-1.
4. Okanogan National Forest, Tonasket Ranger District. April 1997. Salmon Watershed Assessment, III-1
5. Yates, H.A. 1968. A Pioneer Project. Metropolitan Press. Portland, Oregon.
6. Okanogan National Forest, Tonasket Ranger District. April 1997. Salmon Watershed Assessment, III-4

## **Section 8. Relationships to other projects**

## **Section 9. Key personnel**

Hilary Lyman, Watershed Coordinator, Colville Confederated Tribes Fish & Wildlife Department, 1 FTE/40 hours per week, resume follows below.

**Hilary Lyman**

Hilary Lyman has six years experience in watershed planning which includes the Methow Water Planning Pilot Project, based on the Chelan Agreement; Conservancy Site Management Planning, Program Development and Management, Facilitation and group Problem Solving, Public Outreach & Education, and Community and Event Organizing

**EDUCATION:** B.S. Degree in Environmental Education, Lesley College/National Audubon Society Expedition Institute, Cambridge, Mass., 1985

**EXPERIENCE:**

**COLVILLE CONFEDERATED TRIBES/FISH & WILDLIFE DEPT. 1/97-Present**

**Watershed Coordinator**

- Responsible for coordinating the development of a habitat restoration plan to provide for the re-establishment of anadromous fish to Salmon Creek
- Coordinated the development of a cooperative partnerships within Salmon Creek
- Built public support for watershed planning in the Okanogan Basin & Salmon Creek
- Developed positive working relationships with agencies, municipalities, interest groups and individuals
- Established a central base of communications and acted as public spokesperson
- Organized several public workshops: provided educational forums to explain the Endangered Species Act, fish habitat in Salmon Creek and watershed planning principles

**KING COUNTY NATURAL RESOURCES DEPARTMENT 1996**

**Waterways 2000 Site Management Planning Coordinator**

- Developed site conservation plans for natural areas in order to protect riparian corridors and fish and wildlife habitat
- Facilitated committee meetings for six interagency, multidisciplinary planning teams made up of ecologists, basin stewards, biologists, acquisition agents, and the public

**METHOW VALLEY WATER PLANNING PILOT PROJECT 1992-1994**

**Project Coordinator: Methow Valley Water Planning Pilot Project**

- Solely coordinated the development of a comprehensive water conservation/allocation plan for the Methow River Basin based on the Legislature-enacted Chelan Agreement
- Worked collaboratively with a water resources forum made up of participants with philosophically divergent viewpoints representing three governments, agriculture, business, the environment, fisheries and recreation
- Administered project budget of \$300,000 and managed consultant contracts
- Established a central base of communications and acted as public spokesperson
- Presented at national and state association meetings on the Methow water planning project
- Attended planning committee meetings and recorded meeting minutes
- Created a library of hydrologic studies

- Managed public relations and education outreach activities

## **Section 10. Information/technology transfer**

Public workshops will be held to explain alternatives to increasing instream flows. Additional public workshops will be held to entice private landowners to learn about government programs that provide cost-share and matching grants to stabilize stream banks and control erosion. The coordinator will present at watershed planning conferences to explain lessons learned in Salmon Creek and how it might be relevant to other watershed planning programs.